

CITY OF SUNNYVALE
City Council and Board of Library Trustees
Joint Study Session
Sunnyvale Library of the Future Study and Strategy – Preferred
Facility Strategy and Funding Options
June 5, 2007 at 5:00 p.m.
West Conference Room

AGENDA

- 1. Call to Order**
- 2. Roll Call**
- 3. Introductions**
- 4. Presentation(s)**
 - A. Facility Strategy Options
 - B. Revenue Measure Feasibility Survey
 - C. Funding Options and Alternatives
- 5. Council comments and questions of staff**
- 6. Public Comments**
- 7. Adjourn Study Session**



OPPORTUNITIES

- A. EXISTING LIBRARY CAN STAY OPEN DURING CONSTRUCTION OF NEW MAIN FACILITY DIRECTLY ADJACENT
- B. VISUAL AND / OR PHYSICAL CONNECTION AND SYNERGY WITH THE NEIGHBORING CIVIC FUNCTIONS
- C. STEPPED BUILDING MASS TO RESPECT ADJACENT NEIGHBORS TO THE NORTH WHILE PROVIDING A VERTICAL STATEMENT NEAR THE ENTRY
- D. STEPPED BUILDING PLAN CREATES POCKETS OF GREEN THAT REINFORCE EXISTING CIVIC CENTER VERNACULAR
- E. ENTRY HUB ALLOWS ENTRY FROM PARKING LOT AS WELL AS DIRECTLY FROM OLIVE AVENUE
- F. SITE OFFERS SOME VISIBILITY AND CIVIC PRESENCE

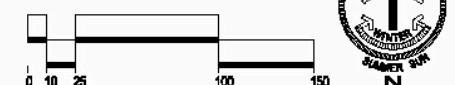
CONSTRAINTS

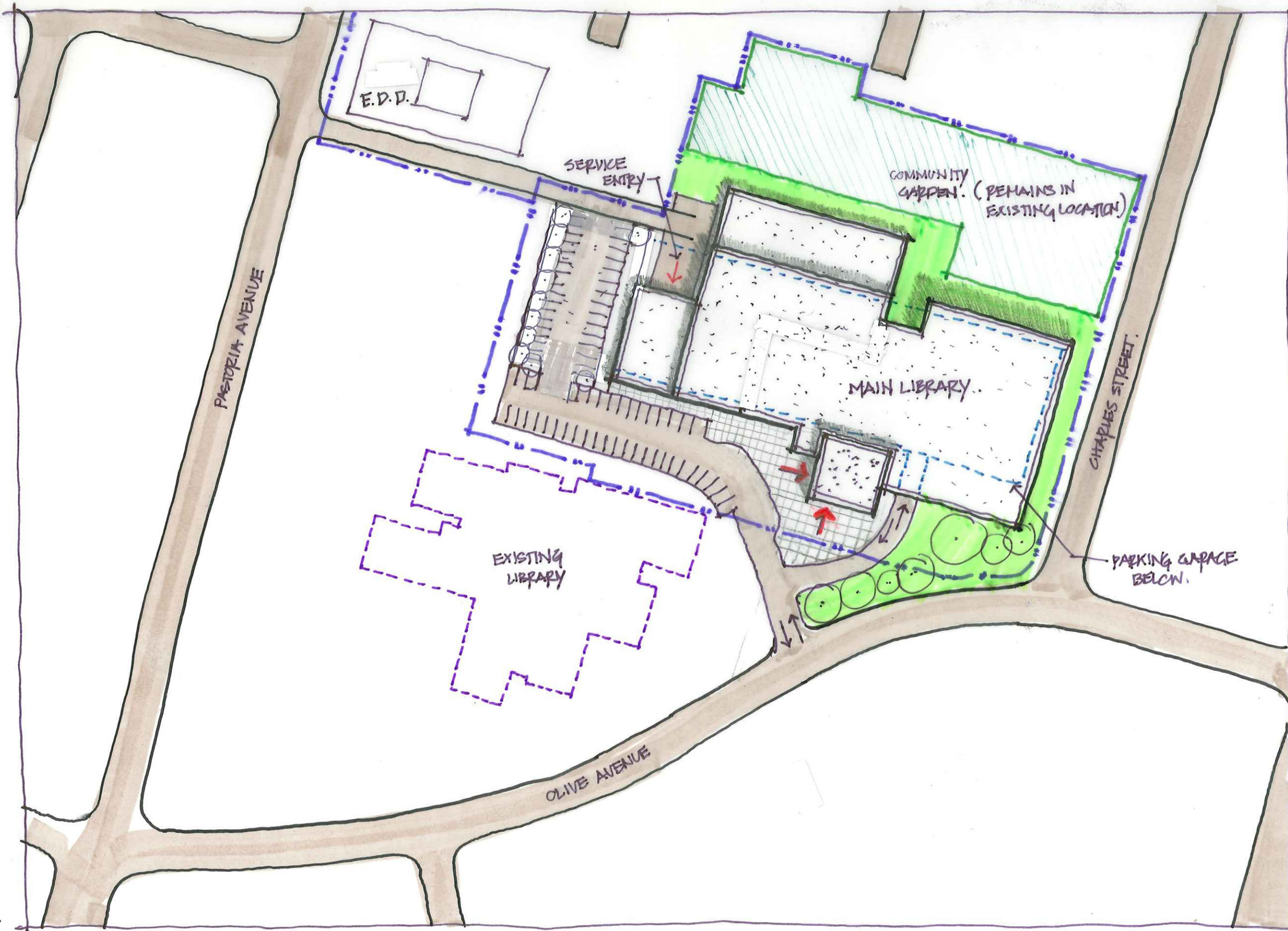
- A. DOES NOT REACH HIGHEST LEVEL OF VISIBILITY AND CIVIC PRESENCE
- B. SITE SIZE LIMITS THE AMOUNT OF AVAILABLE SURFACE PARKING
- C. NORTH SIDE PLAZAS WILL BE IN SHADE MOST OF THE TIME

KEYNOTES

- DENOTES KEYNOTE ON PLANS
- 1. LANDSCAPED GREENBELT
- 2. ADULT'S AND CHILDREN'S READING PATIO
- 3. PROGRAM ROOM EXTERIOR SPILL OUT SPACE
- 4. SURFACE PARKING LOT (127 STALLS)
- 5. LINE OF PARKING GARAGE BELOW (159 STALLS)
- 6. EXTERIOR BOOK DROP
- 7. ENTRY PLAZA
- 8. TOWER ELEMENT
- 9. DRIVEWAY DOWN TO PARKING GARAGE BELOW
- 10. POTENTIAL ZONE FOR DEVELOPMENT OF VISUAL / PHYSICAL CONNECTION TO CIVIC CENTER AND CONVENIENT ACCESS FROM OLIVE AVENUE
- 11. ELEVATORS
- 12. LIBRARY SERVICE / LOADING ACCESS
- 13. SITE AREA UTILIZED = 5.6 ACRES
- 14. ACCESS CONNECTION FROM PARKING LOT ENTRANCE AT PASTORIA AVENUE

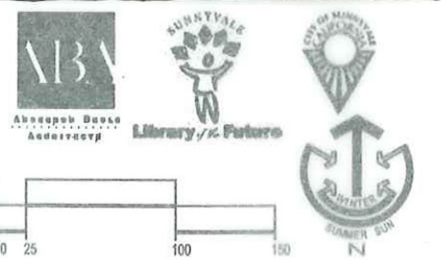
NEW MAIN LIBRARY ON CIVIC CENTER SITE

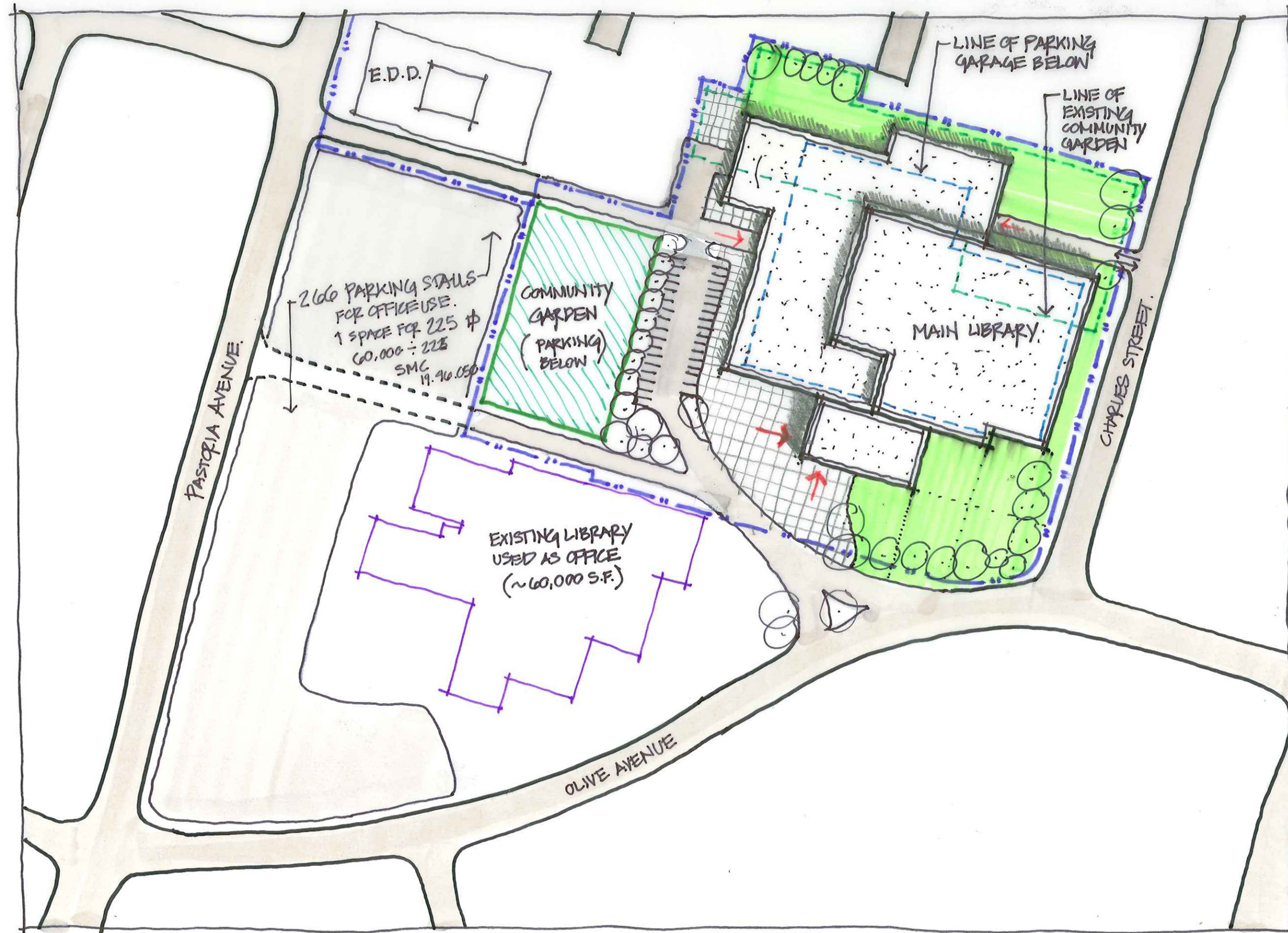




Community Garden Option 1

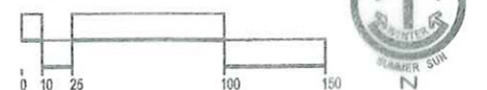
NEW MAIN LIBRARY ON
CIVIC CENTER SITE





Community Garden Option 2

NEW MAIN LIBRARY ON CIVIC CENTER SITE



**Summary of
Library Facility and Community Garden Options**

Alternative	Retains Comm. Garden On-Site	Increases Costs	Impacts Library Operational Plan	Requires Structural Changes	Impacts Parking Plan	Future Expansion Space	Shades Garden
Alt. #1 Preferred Facility Strategy	No	No	No	No	No	N/A	N/A
Alt.#2 Comm. Garden Opt. 1 Garden to Remain at Current Location	Yes, in place	\$ 2 .7M	Yes	Yes	Yes	Yes	Yes
Alt.#3 Comm. Garden Opt. 2 Garden on Grade above Enlarged Underground Parking Garage	Yes, New location on Site	\$9M	No	Yes	Yes	Yes	Yes
Alt.#4 Comm. Garden Opt. 3 Garden at Deck above On-Grade Parking Lot	Yes New location on Site	\$3.9M	No	Yes	Yes	N/A	No
Alt.#5 Comm. Garden Opt. 4 Rooftop Garden at New Library Facility	Yes New location on Site	\$3.7	No	Yes	No	N/A	Yes
Alt. #6 Comm. Garden Opt. 5 Three Story Library	Not Sure, Possibly	Info not Available	Yes	Yes	Yes	Yes	Most Likely

Reduced Bldg. Plan Alternatives	Retains Comm. Garden On-Site	Increases Costs	Impacts Library Operational Plan	Requires Structural Changes	Impacts Parking Plan	Future Expansion Space	Shades Garden
Alt.# 7 Preferred Facility Revised – 100,000 s.f. Bldg w/o Garden	No	-\$9.1M	N/A	N/A	More parking Available	Yes	N/A
Alt.# 7 Preferred Facility Revised – 100,000 s.f. Bldg with Garden	Yes	Not Sure	N/A	N/A	Yes	Yes	Most Likely

Sunnyvale Revenue Measure Feasibility Survey



May 21, 2007

Ms. Deborah Barrow
Director
Sunnyvale Public Library
665 W. Olive Ave.
Sunnyvale, CA 94086

Dear Deborah,

Over the past several weeks, TRAMUTOLA LLC and *Godbe Research* have been working with the Sunnyvale Library staff to evaluate the practical and electoral viability of placing a "winnable" tax measure before voters that will fund Sunnyvale's "Library of the Future" project.

Our stated goals have been:

- To determine if Sunnyvale voters are willing to support a General Obligation (G.O.) bond measure to fund the construction of a new library and/or a parcel tax to generate needed operational revenue;
- To determine the essential elements of such a measure including what types of projects, programs and services Sunnyvale voters would most support;
- To determine what is acceptable to voters in the form of tax rates and a total bond amount;
- To determine the optimal timing for a measure among the ballot options available in 2007 and 2008, *and*,
- Given the ***electoral*** requirements of passing a tax measure, what would be required to communicate the City's proposed plan for a new library to voters.

In order to make a recommendation as to the feasibility of a measure, or measures, to support a new library, we used a variety of methods that include the May 16th, 2007 voter survey, an analysis of projected voter turnout for upcoming ballots, a demographic analysis of the City of Sunnyvale and our experience passing measures in Santa Clara County.

Our Recommendation

There were three possible outcomes to the feasibility analysis and public opinion research we conducted:

1. **Most Positive** – A measure, or measures, with a reasonable tax rate as presented to Sunnyvale voters enjoys strong support and the City should move forward without delay to place a measure, or measures, on the ballot.
2. **Positive** –Your proposal enjoys support among Sunnyvale voters but evidence indicates some complexities and/or hurdles exist which cannot be ignored given

your goals and local electoral conditions. Most likely this would involve a more prescribed recommendation to move to PHASE II – *Strategic Planning and Public Information*.

3. **Negative** – The public support needed to achieve your electoral goals does not exist at this time. Alternatives must be explored and/or your plans must be re-worked in order to gain political support in your community.

Our recommendation is #2, “Positive”. We have found there is support for a measure to fund the construction of a new Sunnyvale Library but there is a need to improve awareness of the Library’s needs, and your plan to address those needs, before a measure is placed on the ballot. We recommend you move forward with PHASE II – Strategic Planning and Public Information.

The remainder of this memo provides supporting material for our recommendation and includes:

1. A brief results summary of the May 16th voter survey
2. An analysis of placing a parcel tax and G.O. Bond on the same ballot
3. A proposed G.O. bond amount and corresponding tax rate
4. A recommendation on the timing of your measure

In addition, Godbe Research is preparing a detailed report on the voter survey that will be instrumental in preparing an education campaign to inform Sunnyvale residents.

Voter Survey Results Summary

The voter survey tested a number of ballot questions, projects, services and arguments for and against a library measure. *Overall, voter support for the Sunnyvale Library is strong.* Voters appreciate the services the library provides and find several of those proposed very compelling. A large majority strongly agrees with several of the positive arguments for a library measure.

Ballot Question - \$108 million G.O. Bond

The bond ballot question was tested twice, once at the beginning of the poll prior to any information being provided, and again after we provided the projects the bond would fund, arguments for the measure, and arguments against the measure. The first ballot test garnered 66% support and after information was given, the second ballot test received 65% support.

Ideally, we would have seen support at or above the 66.7% threshold required for passage at the second ballot test *but we are clearly within striking distance!* A well-planned public information program funded by the City and a vigorous political campaign funded by a citizens committee will provide a bond measure with a reasonable chance of passage.

Ballot Question - \$30 Parcel Tax

As is often the case with parcel taxes, the parcel tax ballot question did not fare as well as the bond. While the poll indicates majority support for a parcel tax to fund operational needs, support for a parcel tax does not reach the 2/3 threshold required. In fact, support for a parcel tax only gains 60% voter support. It is our recommendation not to pursue a parcel tax on the same ballot as a bond but to

postpone a parcel tax to a later ballot or to find an alternative source of revenue (a more detailed reason is given below).

Proposed Projects and Features

The features of a new library were tested immediately after the first ballot test. Of the projects and features tested, most generated strong support. Projects that expand services for children and seniors received the most support. Projects that expand the libraries collection of books, CDs, DVDs and downloadable material also topped the list and voters supported the overall expansion of the library and especially favored increased parking.

Supportive and Opposing Arguments

Following projects and features, arguments in favor of a library measure were tested.

Similar to projects, the arguments that focused on children, education and an expanded collection of library materials were most persuasive. However, a new "Green" library was the number one argument for the measure. This reflects what appears to be a deep concern among voters about the environment and this should be considered a primary message moving forward.

Negative arguments, or arguments that might be used by those *opposed* to a library measure, were also tested. Fortunately, none of them polled anywhere near as strong as the positive arguments. The most compelling argument against a measure was that Sunnyvale taxes are "already too high". As we discuss below, we must do everything we can to keep the tax rate low while still being able to fund a bond to complete the Library's plan.

Combination G.O. Bond and Parcel Tax

We would recommend against placing a parcel tax measure on the same ballot as a G.O. bond measure and we would recommend pursuing a bond measure first.

We understand the City of Sunnyvale has a policy to secure operational funding prior to the construction of new, larger facilities. However, we would make the following arguments *against* placing a parcel tax on the ballot with a bond:

1. The parcel tax would generate approximately \$1 million/year, the bond \$108 million. As of today, the bond has a good chance to pass, the parcel tax does not.
2. Assuming the bond passes, it will take 3-4 years to build it. That gives the City 3-4 years to make an informed decision on how to staff it. A parcel tax on a future ballot is always an option.
3. A parcel tax now to fund the operation of a facility that won't open for 3-4 years could be a serious political liability.
4. There is a danger of splitting our vote, a fatal strategic error in a 2/3 environment. Voters may not understand they need to vote for both measures and will chose one or the other.

Bond Amount and Tax rate

If at all possible, we recommend keeping the corresponding tax rate under \$20. Five tax rates were tested (\$ per 100,000 of assessed value): \$35, \$31, \$27, \$24, and \$19. Only \$19 per \$100,000 of assessed value polled above the required 66.7% threshold. We suggest working closely with financial staff and the City's financial

advisor to keep the tax rate under \$20 and we would welcome the opportunity to be part of that process.

In most cases, voters do not make a decision to vote “yes” or “no” on a bond measure based on the bond amount. However in this case, we would recommend keeping the bond amount under \$100 million. While not as important as keeping the tax rate as close to \$19 as possible, we believe a bond amount under \$100 million would improve your chances for success.

Ballot Selection

Within the next 18 months, the City has four opportunities to place a measure on a *regularly scheduled* election. Those include a consolidated election on November 6th, 2007, the Presidential Primary in February 2008, the Statewide Primary in June 2008 and the Presidential General Election in November of 2008. In addition, the City may call a special all-mail ballot election in March, May, or August of 2008.

We would recommend either November 2007, a special mail ballot election and June 2008 (in that order). While Godbe Research is finalizing cross tabs, they are unlikely to change our recommendation too dramatically.

One issue that could impact our recommendation is the legislative fate of SB 156, the proposed \$4 billion statewide library construction and renovation bond measure carried by Senator Joe Simitian. The measure recently passed the Senate Education Committee, and is currently awaiting a hearing in the Senate Appropriations Committee, scheduled for Monday, May 21st. The latest version has the bond being placed on the November 2008 Presidential General Election ballot. We would recommend against placing Sunnyvale’s measure on the same ballot and a change of ballots to June would impact our recommendation. We will continue to follow this issue.

We have provided strengths and weaknesses of each option below.

November 2007

Strengths - the Library’s measure will likely be the only local tax measure on the ballot, which provides an opportunity to maintain the focus and attention of local voters. During higher turnout elections, there is more “noise” to compete with from other campaigns.

Weakness – November 2007 is only five months away leaving very little time for a City funded public information program. We strongly recommend a public information program to ensure local voters are educated on the needs of the Library and your plan to address those needs.

February 2008 – Presidential Primary

Strengths – It is possible that February will have a high voter turnout and high turnout elections are typically good for tax measures. Voters who vote only during presidential elections tend to be more liberal minded as opposed to low turnout voters who tend to be more conservative. However, we cannot confidently predict turnout for this ballot (see below).

Weakness – First, February 2008 is the first ever February presidential primary so we have no historical data to project turnout. We don’t know who will be coming out to vote and this makes strategy development and targeting very difficult. Second, a February Election Day means the campaign will begin right before Thanksgiving and continue through the holidays. This is a terrible time to campaign and we would

likely recommend holding off the start of the campaign until after New Year's Day. This gives you almost no time for campaigning, fundraising and voter contact – a critical disadvantage for a tax measure.

June 2008 – Statewide Primary

Strengths – June 2008 is a year away and provides adequate time for planning and preparation for a campaign and time for a well thought out public information program to educate voters on the needs of the Library as well as the Library's plan.

Weakness – Turnout for June is also unclear making development of a winning strategy a significant challenge. Further, June 2008 will be a popular ballot for other local tax measures and it is likely you will have competing measures that could distract local voters from your message.

November 2008 – Presidential General Election

Strengths – Based on historical data, we know November 2008 will be a high turnout election and this is typically good for tax measures. Second, November provides significant time to plan and prepare for the measure.

Weakness – November is 17 months away and the city may not want to wait that long for the measure or for the available funds should the measure pass. Another concern is the tax measures that will have been placed on the ballot between now and then; "voter fatigue" is a concern here. Last, as with February 2008, the presidential race, along with other high profile races will distract voters from critical local measures like the libraries including a possible statewide library bond.

Special Election All-Mail Ballots – March, May, August 2008

Strengths – the structure of a mail ballot includes several advantages for a Library measure including a 28-day window to return ballots. During this time, supporters can be contacted repeatedly during the campaign to ensure they return their ballots. It is also likely that the library would be the only measure on the ballot, which allows us to focus voter attention on the Library's measure.

Weakness – Any kind of special election would be more expensive than an already scheduled election.

Conclusion

Our Conclusion can be summed up in four key points:

- There is strong majority support for a G.O. Bond measure to support the Sunnyvale Library. However, a public information program and vigorous political campaign will be required to achieve the 2/3 threshold required for passage.
- We would strongly recommend against placing a G.O. bond and parcel tax on the same ballot. The parcel tax is unlikely to gain 2/3 support and may reduce support for the bond measure. We advise the City to take the time during construction of the new library to identify other sources of revenue and/or consider placing a parcel tax measure on a future ballot.
- Regarding the G.O. Bond, we would recommend keeping the tax rate to below \$20/\$100,000 AV as the poll indicated voter sensitivity to the actual tax rate levels. If at all possible, trimming the bond amount to below \$100 million would also benefit the measure.

- Ballot selection is key to your success. Consider November 2007, a special all-mail ballot in March, May or August 2008, or the Statewide Primary in June 2008. We recommend staying away from the Presidential Primary in February 2008 ballot and any ballot with the statewide library bond.

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